

JAMES LOUDON

AND THE UNIVERSITY OF TORONTO.

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H.H. LANGTON, M. A.

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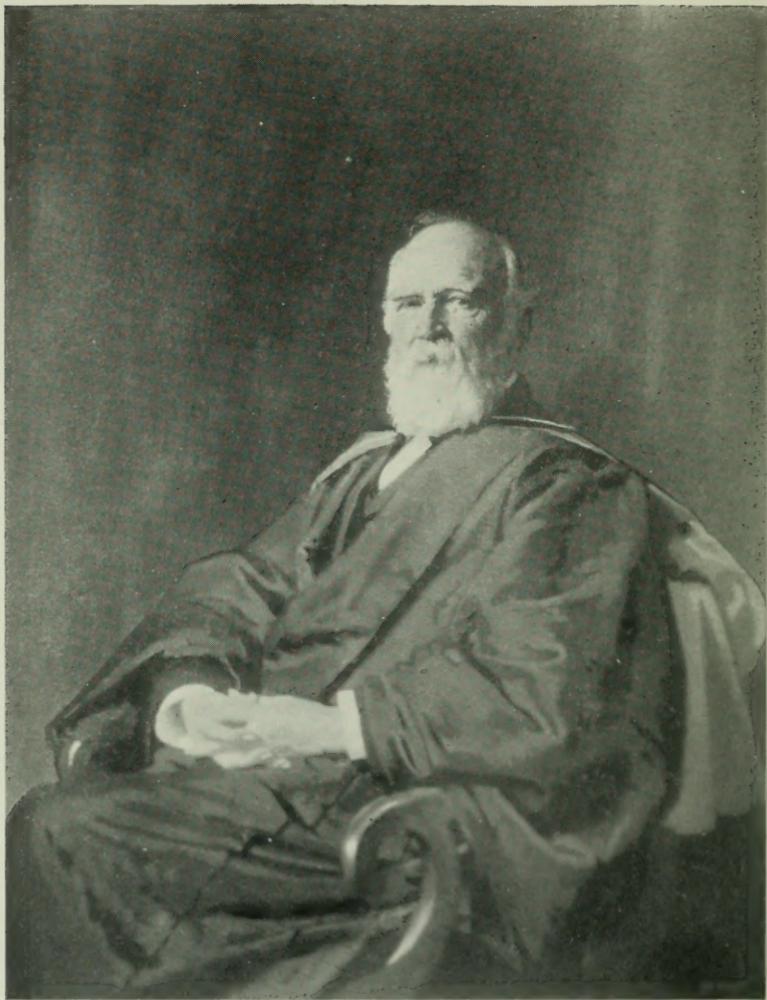
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JAMES LOUDON

*From the portrait by Sir William Orpen, painted in 1911*

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## JAMES LOUDON AND THE UNIVERSITY OF TORONTO

ONE of the most notable figures in the history of the University of Toronto during the generation now passing away was the last President, James Loudon. His activity in University affairs extended over forty years, almost from his graduation in 1862. He took a leading part in every movement between 1880 and 1906, the date of his retirement from the presidency, and this was precisely the period in which were carried out the most radical and far-reaching changes both in the constitution of the University and in the whole theory and practice of university education in Ontario. During those years the development of the University as an educational institution took an entirely new direction, and the astonishing growth of the last twenty years is due as much to the preparation made during the preceding twenty as to the merits of the present professoriate and administration or to the advance in prosperity of the whole country. No account has yet been printed of the late President Loudon's career, and although there are still many survivors of that stormy and critical period who well know the services rendered by him, there has grown up a new generation of graduates to whom he is only a name. The younger generation, moreover, if they compare the existing institution with the much more restricted University of Loudon's day, will perhaps wonder why so much importance in the minds of the elder alumni is attached to the period and to the man. The following pages are an attempt to show the significance of both.

### THE UNIVERSITY OF 1870-80

The University of fifty years ago, from 1870 to 1880, was very unlike the great corporation of the present day, but it represented fairly well the type of university then accepted in English-speaking countries. The Faculty of University College, which provided all the teaching, consisted of nine professors, four of them for the sciences as we now have them, two more for

agriculture and for meteorology, subjects that have now vanished from the University curricula, one for philosophy, one for classics, and one for English combined with history. There were two assistant teachers called tutors, one for classics, one for mathematics. The modern languages other than English were taught by lecturers, one for French, one for German, one for Italian and Spanish combined, but no one of the three gave his entire time to the subject which he taught, the lecturer in German being also librarian, the other two having more lucrative professional occupations outside the University altogether. There was also a lecturer in Hebrew. All the above subjects, except agriculture, came into the courses of study for a degree in Arts; in agriculture a course of three years led to a diploma. There were no lectures in medicine or law or engineering or other branches of applied science. The University, as represented by a Chancellor and a Senate, conducted the examinations and conferred the degrees in Arts, and also held examinations and conferred degrees in Medicine and in Law, although no university teaching was given in either of these faculties. It was left to privately organized and financed schools to prepare medical students for their profession, and in law no organized instruction at all was given within the bounds of the province of Ontario.

The financial management of the University and College was vested in the Bursar, an officer of the Crown responsible to nobody but the provincial government of the day. There was indeed a Finance Committee of the Senate, consisting of Chancellor and Vice-Chancellor *ex-officio*, and two elected members, who had the right to examine the Bursar's books, tender him advice, and report from time to time to the Senate; and this purely advisory body was enlarged in 1878 by Order-in-Council to enable both Senate and College Council to appoint as their representatives upon it a few outstanding business men, who accepted their purely advisory position as a compliment as well as a public duty. But this committee, or "Board of Trustees" as it was politely designated, had no real authority or responsibility until 1901, when an Act was passed depriving the Bursar of his constitutional standing as sole trustee and vesting the trust in the Board. The anomalous position of the Board up to the passing of this Act was shown when the perpetual lease at a nominal sum of property on College Street to the abortive Park Hospital Trust was under fire in the Senate. It

was revealed that the lease had never been produced nor its terms fully explained to the Board. It had been formally approved by them without being seen, and *after* it had been executed by the Bursar at the request of the Vice-Chancellor, who was Chairman of the Board. No responsible body of directors could possibly have dealt so carelessly with the transfer of valuable property, and at the time there was much criticism of the "Board of Trustees" in the University Senate for their easy confidence on this occasion.

#### LOUDON'S EARLIER CAREER

Such was the institution of which James Loudon became a member in 1863 when he received his appointment as mathematical tutor. For one year he performed the duties of tutor in classics as well. On Professor Cherriman's resignation in 1875 he succeeded to the chair of mathematics. His early years as tutor were devoted mainly to his professional work. Those were the years in which were worked out many of the papers on higher mathematics published in the Journal of the Canadian Institute. It is curious, and interesting as showing the breadth of his scholarship, that his first published paper was not on a mathematical subject at all, but on the pronunciation of Latin. From 1865 to 1875 he was also Dean of Residence, and the routine duties of this position must have involved no small encroachment on his spare time. In 1873, two years before he was appointed to the professorship of mathematics, he had been elected a member of the University Senate as a representative of the graduates, under a recent change in the constitution of that body. From the very first months after his election his name appears frequently in the minutes of the Senate meetings as a member of committees and as mover or seconder of important resolutions and statutes. Remarkable testimony to his growing influence is found in a private letter from Vice-Chancellor Moss to the Chancellor, Mr Edward Blake, in 1876, in the course of which he touches on some University business and speaks of consulting "McCaul, Wilson and Loudon". The closeness of Loudon's attention to University affairs is shown by the roll of attendance at Senate meetings. In the year of his election, 1873, he was present at 13 out of 15 meetings, in 1874 he was not absent once, in 1875 he was absent from six meetings, probably from illness, as five of

them were consecutive. In five of the subsequent years up to 1892 he attended every meeting, in three he was present at all but one meeting in each year, in two more at all but two, in two more at all but three. In two years only was he irregular in his attendance, in 1879 when he missed nine meetings and in 1881 when he missed five. These were probably years of ill-health or domestic affliction, of both of which he had more than his share. He was away from Toronto on leave of absence in 1886-7, and from the middle of 1887 to the fire of February, 1890, the minutes have not been preserved. His appointment as President in the autumn of 1892 naturally kept him thenceforth in regular attendance at Senate meetings except when prevented by illness.

In the autumn of 1880 Vice-Chancellor Thomas Moss died, and Mr William Mulock was elected as his successor. In view of the close association that existed between Mulock and Loudon during most of the next decade it is surprising to find that Loudon, though present, did not vote on the motion to appoint Mulock Vice-Chancellor. Possibly the reason may have been that the other nominee was Dr Wilson, the President of University College, and Loudon may have felt that it would be a courtesy not to vote for his chief if he voted at all. This view is supported by the fact that Professor Chapman, the other professorial member of the Senate, also abstained from voting.

During the ten years that followed Mulock's election as Vice-Chancellor Loudon became more and more essential to the conduct of affairs. There is no important committee appointed but he is a member of it. Many weighty matters are introduced by him. The report of a committee on the admission of women to degrees is moved by Dr Wilson and seconded by Loudon. The first step in the reduction of the number of examinations was taken at Loudon's instance. He moves to establish a degree of Ph.D. for which special research work shall be required. He moves for the re-establishment of a professorship in Romance Languages. Both these motions were made in 1883, and it is significant that at the time when he was actively urging the encouragement of scientific training by a new degree for research work he was also championing the cause of the modern languages, which seemed in those days to be at the other end of the educational scale. In neither case, however, could his idea be carried out for many years.

## REFORMS OF THE CURRICULUM

With regard to the many changes in courses of study which Loudon initiated or supported, a careful examination of his proposals will show that he was usually in advance of his time, or at least of his colleagues on the Senate. New ideas always received attentive consideration from him. His consistent pressure that French or German should form a part of every Pass man's course is an instance. There can be no doubt that he was looking to the practical advantage in after life of some knowledge of a modern language. The point of view is well understood now and generally accepted, but at the time of Loudon's early attempts this was by no means the case, and it was made to appear that his championship of the modern languages was due to hostility to the classics, a purely gratuitous assumption, although his efforts to force a modern language into the obligatory subjects inevitably tended to dislodge Greek. But Loudon was quite alive to the fact that to make a subject compulsory is not the way to make it attractive, and he kept steadily in view that to nine Pass men out of ten the study of Greek was not even an ornament, but only a grind, to be escaped from and forgotten as soon as possible. He was himself an honour man in classics, and well aware of their educational value, but he consistently maintained that to force Greek upon unwilling or indifferent students was of even less advantage to the cause of Greek than to the students themselves.

Another matter affecting the curriculum in which he became active very soon after his election to the Senate was the erection of special Honour courses to be distinct from what should thenceforth be called the Pass course. Up to that time each subject had stood alone and a student might achieve honour standing or pass standing in it without being classed definitely as Honour or Pass man in his year. The change was prompted by a proposal, in 1874, to institute degrees in Literature and Science as well as Arts. A committee considered the proposal, and Loudon was one of a minority of three which opposed the introduction of new degrees, but suggested a method of making the Arts degree more respectable by establishing Honour courses, thus not only marking off Honour men from Pass men, but also differentiating the Honour departments. The minority report, which Loudon drew up, received the approval of the Senate, and the recommendation of the majority to institute degrees

of B.Litt. and B.Sc. was rejected. But no further step was taken for two years, when Loudon moved to establish special Honour courses such as now exist, and the distinction between a Pass course and an Honour course first appears in the Calendar for the session 1877-78. The actual changes in the work required were very slight at first, as was only proper. But the calculated effect of the distinction became apparent later when the Honour courses were increasingly specialized and the Pass course became rather an indignity to which only the lazy or the dull willingly submitted. Loudon took a further step in the degradation of the Pass course in 1880 when he moved that Pass candidates be arranged alphabetically in the Class Lists and no longer ranked in order of merit in each subject according to their success in the examination.

In 1882 he initiated a most important reform, a reduction in the number of examinations which students were required to take. Hitherto University College had held its own examinations at Christmas and at Easter for all students. The University as represented by the Senate also held examinations in May. Each student was thus examined thrice in every year of his course, besides having had to pass Junior or Senior Matriculation. This multiplication of examinations was one of the evils of the system under which the College did the teaching while the University examined and conferred the degrees. Loudon moved in 1882 that the necessary examinations for each student be reduced to five, Junior Matriculation, and one for each of the four years; and in order to satisfy both Senate and College Council he proposed that the College should conduct the examinations at the end of the second and third years, waiving the right to hold any other examinations, and that the Senate, while retaining the first and fourth year examinations, should accept the College examinations for second and third years. A Senior Matriculation examination was still retained to enable candidates who had failed at Junior Matriculation to proceed with their first year work and legalize their position by taking the so-called Senior Matriculation in the autumn at the end of the first year. But Loudon soon found opportunity to abolish even this superfluous Senior Matriculation examination by the simple expedient of a statute declaring that the ordinary First Year examination should be the only examination for Senior Matriculation. Loudon's hostility to examinations as the end and object of education was active up to the close of his career.

One of his presidential addresses at Convocation, as we shall see later, attacked the examination evil in the schools of Ontario. Further efforts of his in reducing the number of examinations may be noted. In 1884 he moved for a committee to arrange with the Medical Council for Ontario that a common matriculation examination should admit equally to the University and to the professional medical examinations of the Council. In 1890 he moved for a committee to arrange a similar consolidation of Junior Matriculation with the High School Leaving Examination. The idea was taken up and the consolidation was effected, although not by means of the Senate committee.

In a complementary question, the improvement of facilities for actual class teaching, Loudon was equally urgent. In 1882 he had a large share in preparing a report which recommended substantial additions to the teaching strength of University College. When the agreement for Federation was drawn up by the representatives of the universities interested Loudon proposed and carried a clause requiring subdivision of large classes, so that no Honour class should consist of more than twelve and no Pass class of more than thirty students; but, unfortunately, he was in Europe on leave of absence when the agreement was carried out in the Federation Act of 1887, and on his return he found that this wise provision for limiting the size of classes had been quietly dropped. When the Federation agreement was approved by the University Senate in 1885 he immediately moved for additional State endowment in order to augment the teaching staff both of University and College. In 1890 he gave notice of a motion to make such changes as would render the teaching of the Pass classes more effective, "in the earlier years especially"; and in 1892 he made a more definite proposal, that smaller groups be formed into classes "in Pass work especially".

#### ENLARGEMENTS OF THE UNIVERSITY CIRCLE

While giving close attention to the improvement of the internal affairs of the University Loudon was equally attentive to opportunities of enlarging the circle of educational institutions which depended in some degree upon the University for a portion of their teaching. In 1877 he seconded the statutes introduced by Vice-Chancellor Moss for affiliating the Toronto and the Trinity Schools of Medicine. At the very next Senate meeting,

two days later, he joined with Professor Croft in a communication in favour of the proposed establishment on University grounds of the School of Practical Science. Indeed he had already been called into counsel by the Ontario Government in relation to a reconstruction of the School, and in 1875 had made a report to the Minister on the principles which ought to prevail in establishing a system of higher technical training, with especial view to the introduction of practical or laboratory work under the direction of the professors of science in University College. He followed up this report by writing privately to Edward Blake, the Chancellor of the University, urging him to press the scheme upon the Government and adding: "We have been advocating in the Senate and in the Press for the last three or four years the necessity of placing Science on a more efficient footing." In 1885 he moves the Senate's acceptance of the application of Wycliffe College for affiliation. Five years later he takes an active part in securing the affiliation of the Toronto College of Music. In all these widely different institutions he saw the essential factor of outside support for the University.

#### THE FEDERATION MOVEMENT

But a more important scheme for external support was under consideration. Early in the eighties the great question of University Federation had begun to engage the attention of all the universities of Ontario, and frequent informal conferences had been held in which Loudon, with Dr Wilson, President of University College, and Mr Mulock, Vice-Chancellor of the University, represented the State institution. The meetings being informal, there were no records preserved of the proceedings, and except for a few details it is impossible to say what the contribution of any particular member may have been to the report finally adopted by common consent. It is certain that almost every clause must have been the subject of criticism and debate, in which Loudon no doubt bore his part. As mentioned above, the clause relating to subdivision of classes is known to have been one of his special contributions to the plan. When the private and unofficial meetings had worked out a scheme that approved itself to all the institutions represented at these conferences the Senate of the University was officially informed and the scheme was laid before it by the Vice-Chancellor for acceptance. This was in the year 1885. At the

same meeting Loudon made the motion, already alluded to, that the attention of the government be called to the necessity of providing additional money for the University and University College in order to give effect to the scheme of Federation. This, the logical outcome of the plan so industriously developed with the active coöperation of the Minister of Education, had to wait many weary years to get a favourable hearing from the Ontario Government, and much of Loudon's time as President was spent in trying to solve the worrying problem of financing the University's expansion without that provision of additional money the need for which he foresaw in 1885.

The great change that has come over the University of Toronto since 1880 is largely due to the Federation idea, which, according to the pledges given to the other universities accepting the scheme, not only increased the responsibility of the University in the teaching of Arts subjects but involved a reconsideration of its position in regard to medical teaching. The education of the medical man had broadened and deepened. New theories of disease required a more fundamental scientific training than had obtained when the old Faculty of Medicine had been abolished in 1853 or later when medical education was considered sufficiently provided for by the proprietary schools. In Canada, the success of the Medical Faculty of McGill University, and the fame of some of its teachers, had outstripped anything that Ontario could accomplish through the medium of private schools. The time was ripe for a re-establishment of a Faculty of Medicine in the University of Toronto, and this accordingly was the first part of the Federation Act of 1887 to be brought into operation. The credit for carrying through this great measure is due to the Vice-Chancellor of the day, Mr. (now Sir William) Mulock, but his later efforts to give greater breadth of medical teaching by the use of facilities provided primarily and ostensibly for the Arts Faculty did not meet with general approval. Public accusations were made that the resources of the University were being diverted from their legally recognized purpose, higher education in the subjects of an Arts course, to the technical parts of professional training. These charges, perhaps unduly pressed by persons interested in establishing them, were not without foundation, and the arrangements attacked as fostering the Medical Faculty at the expense of the University had to be subsequently undone. But the essential foundation had been laid.

**LOUDON'S ATTITUDE TOWARDS UNIVERSITY COLLEGE**

The part taken by Loudon at this juncture was entirely consistent with his whole policy in University affairs. He never forgot that the kernel of a university is its Arts Faculty, and that no brilliancy in special fields of applied science can atone for neglect of the basic subjects of education in general, language and literature, history, philosophy, mathematics and pure science. Under the Federation Act the present system was introduced by which the Arts Faculty is split in two, part being retained as University College and part transferred to the University. Loudon's own subject, physics, was one of the latter group, and its welfare, with that of the other kindred subjects in science transferred to the University, was assured so long as the whole university system was not imperilled by financial neglect. But University College was in a different position. The subjects taught by University College were also taught by the federating universities. There would probably be a wholesome rivalry between their respective Faculties, but at the same time if University College were relatively starved and impoverished there was no guarantee that its rivals would be more effectively nourished, or that the whole level of instruction in those subjects would not be lowered. Experience had shown in other fields that the standard of education was upheld by the State institution, and where that standard was removed the teaching in the privately endowed and supported schools was likely to deteriorate. The financial position of University College was therefore a vital consideration in Loudon's opinion, and some of his most successful though unobtrusive work was done in maintaining the obligation of the State to provide means for support and expansion of University College as full and unrestricted as might be given for those subjects of an Arts course now attached to the University.

In the conferences which led to the Federation agreement the representatives of the other universities were persistent in their endeavours to have University College either abolished altogether or established in complete independence of the University and its claims upon the public purse. This is what they meant when they demanded "equality" between the Arts colleges, and this was the point upon which the representatives of the University were adamant in resisting them. Finally, as we know, the Federation Act, as passed, fully recognized the

position of University College as an integral part of the State system of higher education, with all that this implied in the way of support from the endowment. But the other colleges returned to the charge more than once. The question was revived in 1897 when a revision of students' fees was under consideration, and Dr Burwash, the head of the federated Victoria University, advanced the new doctrine that the Act indeed definitely admitted University College to draw upon the general University endowment, but only to the limit of the number of the Faculty specified in that Act as necessary for the work of the College. Any increase of the College Faculty beyond the number of professors and other teachers specified in the Act must, he maintained, be financed by College tuition fees alone. He was answered at considerable length in a letter signed by Mr B. E. Walker, which, as a matter of fact, was the composition of President Loudon. In that letter the writer repudiated the idea that any limitation to the financial support of University College subjects out of the University endowment had been either proposed or contemplated by the agreement which led to the Federation Act, much less by the Act itself. The evidence adduced was complete and unanswerable, and the conclusion drawn "that the University of Toronto and University College are complementary parts of one institution and that their unity is secured by the Agreement and confirmed by the Act" was not contested further by Dr Burwash. If any doubt continued to exist as to the right of University College to maintenance from the endowment and the public purse as complete as that of the University it should have been dispelled by the Report of the University Commission of 1906, in which the following sentence occurs: "The time has now come, we think, when the policy of maintaining a complete system of higher education by the State with one purse and one governing board should be regarded as definitely settled." The University Act of 1906, which embodies the recommendations of the Report, couples the names of the two institutions in every clause relating to finances, as if the two names denoted a single institution.

#### LOUDON AND THE SENATE

Another leading feature of Loudon's policy throughout his career was his support of and reliance upon the University Senate. He was a real democrat and always ready to trust to

the sense and justice of an electorate. In the Senate he saw the nearest approach to a representative body of University opinion that the system contemplated, and to the Senate he was always ready to refer. His strong sense of legality was also a factor in determining this attitude. Under the constitution in force up to 1906 the Senate had large and undefined powers. Matters of class discipline were not within its scope, nor the actual responsibility for finance. But the Senate had a right to express an opinion on every question of policy, and Loudon was a consistent advocate of giving it an authoritative voice in all projects involving new expenditures, although finding the money was in the last resort the responsibility of the Bursar and later of the Board of Trustees.

In this particular he found himself sometimes, curiously enough, more zealous for the rights of the Senate than was the Senate itself. Thus, in 1890 he moved for a committee to consider a memorial from the Education Department on the subject of consolidating the Junior Matriculation Examination of the University with the High School Leaving Examination, both examinations being practically on identical lines. This was referred to above (p. 9), and it was said there that the proposed consolidation was effected, but not through the Senate committee. What happened was that the Vice-Chancellor, on his own responsibility, summoned a conference of representatives from High Schools and other universities, together with the heads of departments in University College whose subjects formed part of the Junior Matriculation Examination, and by this irregular conference a scheme of consolidation was drawn up and a curriculum prepared for the ensuing four years. It was then submitted to each university in the province, to be accepted without alteration or rejected as a whole. The Senate's committee thus found itself superseded by the informal conference, and the Senate was forced either to accept or reject a detailed scheme without a report from its committee and without even the power to introduce amendments. Loudon raised objections in the Senate on the principle involved, but in vain. The scheme was adopted, and it worked well. But when the time came, in 1894, for a new conference and a revision of the curriculum for the joint Matriculation and Leaving Examination, Loudon was President and in practical control of university affairs, and he saw to it that the hands of the Senate should not be tied as on the former occasion. As a matter of fact some

amendments were then made by the Senate in the exercise of the power reserved to it.

On another occasion Loudon asserted the pre-eminent authority of the Senate without receiving the support of the Senate itself. This was when complaints were being made that the Board of Trustees had erected a building for University purposes without previous communication with the Senate. The building erected was the west wing of the Biological Department, in which accommodation for the new Medical Faculty had been provided. This was the ground of a serious attack in the Legislature and in the Press. The inquiry which followed elicited the fact that the Vice-Chancellor, without consulting the Senate at all and with only incomplete consultation with either the Board of Trustees or the Government, had given the instructions to the architect which resulted in the accommodation provided in the new building for the Medical Faculty. Here, as in the case already mentioned, the alternative before the Senate was disavowal or ratification of the action of its own chairman, and a majority preferred the latter. In this debate Loudon took up a strictly constitutional position, and although he found himself in a minority on the immediate question put to the vote, his larger view was that which prevailed in the future policy of the institution.

#### THE SENATE AND UNIVERSITY FINANCE

The history of the Senate's participation in University finance is interesting in this connection. In 1874 a finance committee of the Senate presented a report, of which no details are given. Again in 1877, when Chief Justice Thomas Moss was Vice-Chancellor, a report was presented. Another, much more elaborate and important, was submitted in 1882 under Moss's successor in the Vice-Chancellorship, Mr William Mulock. But there were no other reports until after 1890. The Senate was in the habit of leaving all matters of finance to the good judgment of the so-called Board of Trustees, whose voluntary and irresponsible status has already been described. Loudon, however, even in those days of innocence and confidence was alive to the importance of maintaining the Senate's right to have a voice in financial matters. We find in 1880, when the Board of Trustees asked the Senate what its recommendation would be as to a certain small pension to the widow of a former employé,

that he opposed a motion to leave this and all questions of finance to the determination of the Board, and moved in amendment that the communication be referred to and reported upon by a special committee. This was, however, but an episode. The Senate remained apparently satisfied that the Vice-Chancellor, who was *ex-officio* a member of the Board and its Chairman, had the necessary financial ability and had also at heart the best interests of the institution; so for years no attempt was made by the Senate even to receive information as to the condition of the finances. With the advent of Federation the strain upon the resources of the University became much greater, and the necessity for new buildings, which would absorb capital, arose in connection with the establishment of the Medical Faculty and the consequent large additional attendance upon lectures in biology and chemistry. Still no action was taken by the Senate. Then came the disaster of the fire in February, 1890, and the problem of meeting the cost of rebuilding became pressing. The Chancellor, Mr Edward Blake, after almost complete detachment from University affairs for many years, was roused by the emergency. He came at once from Ottawa to the special meeting of the Senate held a few days after the fire, and for nearly three years was fairly constant in his attendance. He also began to put in an appearance at meetings of the Board of Trustees, and soon made up his mind that a new financial era had begun and that new methods of meeting the demands upon revenue must be devised. Single-handed, although nominally associated in a committee with the Vice-Chancellor and the President, he prepared a comprehensive report on the actual conditions and on the future outlook. That report with its recommendations formed the basis of university financial arrangements for twenty-five years. Mr Blake followed up his motion for the above committee with a motion to create a standing committee of the Senate on finance, which should make yearly reports of estimated revenue and expenditure. Loudon became one of its first members. Two months later one of the representatives of the Senate on the Board of Trustees resigned and Loudon was appointed in his place. The first report of the Senate's new committee on finance is signed by Edward Blake as Chairman, but after his departure from Canada in 1892 to fulfil his duties as member of the British House of Commons, and his consequent withdrawal from active participation in University affairs, Loudon was made Chairman

and each succeeding report is signed by him. The Senate had thus become the ultimate authority for all expenditures, while to the Board of Trustees and its officer, the Bursar, were left only the responsibility for the investments and the details of the financial administration. The harmonious co-operation of both bodies, which had been imperilled in 1890 and the following two years by the revelations made in regard to the erection of the Biological building and the dealings with the Park Hospital Board, was completely restored under Loudon's presidency, when the Chairman of the Board, Dr John Hoskin, and another leading member, Mr B. E. Walker, better known later as Sir Edmund Walker, were appointed by the Government to the Senate. Mr Walker was to play a great part subsequently in University affairs and to receive the highest honour in the gift of the Senate when he was elected Chancellor in 1923.

#### UNIVERSITY EXPANSION DURING LOUDON'S PRESIDENCY

By the time Loudon succeeded to the presidency of the University in the autumn of 1892 the foundations had been laid for most of the expansion contemplated by the Federation movement. The Act of 1887 had recast the framework of the University. The Medical Faculty had been formed, likewise a Faculty of Law, which was not, however, destined to become of much importance except as an adjunct to the Arts department of Political Science. The terms of Federation had been accepted by Victoria University and its removal to Toronto was completed in 1892. Advantage had been taken of the opportunity of the fire of 1890, which gutted most of the main University building, to separate the library from all physical connection with University College and give it a building of its own. The development of the departments of science had begun with the erection of a separate building for biology, which was finished in 1892. After Loudon became President the programme was continued. The Chemistry building was erected in 1895. The Medical Faculty financed out of its own resources the construction of a building, completed in 1904, in which were lecture-rooms, administration offices, and laboratories in physiology and pathology. The Arts department of Mineralogy and Geology was accommodated in a new building for some of the departments of the Faculty of Applied Science, which was put up at the expense of the province in 1904. Convocation Hall and the

Physics building, both completed in 1907, were the last of the buildings contemplated by the Federation agreement.

#### FINANCIAL AID TO THE UNIVERSITY

The history of the years 1892 to 1906 is thus in outward appearance largely a record of the growth of existing departments. But there is an inner history, not so conspicuous but no less vital, the record of Loudon's persistent and successful pressure upon the Ontario Government in two directions, for financial relief and for independence in University appointments. Both of these efforts were so important and far-reaching in their results that they deserve rather extended mention. In the matter of University finance it would be hard to exaggerate the difficulty of the task that confronted Loudon. A few dry statistics here are necessary. In 1892 there were forty-five members of the Arts faculty of the University and of University College. In 1905 there were eighty-six. The teaching staff had, therefore, almost doubled in thirteen years. The new Chemistry building had been erected entirely from the University endowment, and the income from that source was correspondingly diminished. Some relief had been obtained in 1901, when the Government assumed the entire expense for salaries and maintenance of the departments of Mineralogy and Geology, Chemistry, and Physics. The estimated expenditure on the whole institution, including what was met by this governmental subvention, increased from \$112,000 in 1892 to \$213,000 in 1905, but the revenue for 1905 fell short of the expenditure by \$29,000. Every year since 1896 had shown a deficit, and nothing but the most rigid economy had prevented a deficit for several years before that date. Much of Loudon's time and thought in the first years of his presidency was devoted to the attempt to spread the income ever a little thinner over the widening area of demands. It was a heart-breaking effort, but it had to be made. The provincial Government of the day had refused to admit any financial obligation towards the University, maintaining the theory that the original endowment of Crown lands represented the final contribution of the province to higher education. To add to Loudon's difficulty the Chancellor, Mr Edward Blake, although in most respects thoroughly in agreement with the President, on this point was in sympathy with his political friends, and discouraged attempts to force the

Government either to augment the University endowment or to contribute directly to the expenses of maintenance. Other means of raising money must therefore be tried. Students' fees were raised as high as the authorities dared to put them, and about one-third of the increased cost in 1905 over the cost for 1892 is covered by the increased revenue from this source. Old claims on the Government for appropriation of University property without just compensation were revived and pressed to a settlement. New schemes for utilizing by sale or lease some of the unoccupied land to the north of University College were considered and wisely rejected.

But Mr B. E. Walker, who had recently become a member of the Board of Trustees and Senate, held the contrary view to that of the Chancellor, and when the latter virtually retired from active share in the management of the University Mr Walker's wise and courageous policy came to prevail. He disapproved of the narrow cramping economies that had to be practised up to 1896 in order to avoid the threatened deficit, and he welcomed the arrival of the deficit as a powerful engine for forcing the Government to assume its proper responsibility in regard to the University's expansion. The critical period passed with the University Act of 1901. This Act gave legal status as trustees of the University to the Board of Trustees, which had hitherto been a mere advisory committee to the Bursar, the legal trustee. There was apparently no close examination of what was involved in the change of status, but in May of the succeeding year, when the year's revenue was exhausted and the usual overdrafts were about to commence, the Board informed the Government that as trustees they were unable to assume any responsibility for overdrafts even with the sanction of the Government, and that unless a pledge was given that the overdrafts would be paid by the Government all further expenditures on University account must cease until a new financial year began in July. The public scandal of a cessation of all salaries and wages in the University for a month was something that the Government could not face, so after some passages of arms between the Premier and the Board of Trustees, the inevitable pledge was given, and the province was thus committed to the policy of maintenance of the University which has ever since prevailed. From 1901 to the date of Loudon's retirement the yearly deficit was paid by the Government, but only the most necessary expenditure was sanctioned.

### RESPONSIBILITY FOR APPOINTMENTS

The other claim which Loudon urged unceasingly upon the Ontario Government during his presidency was for due recognition of the rights and responsibilities of the President of the University when appointments to the Faculties had to be made. The battle had been fought likewise by his predecessor, Sir Daniel Wilson, whose influence with the Premier, Sir Oliver Mowat, usually availed to prevent injudicious action by the Minister of Education. But Loudon had not the personal prestige of Sir Daniel Wilson, and on the other hand the ascendancy of Mr Ross in the Cabinet became much greater after the removal of Sir Oliver Mowat to the sphere of Dominion politics. The correspondence of Loudon with the two Ministers of Education who held that office during the greater part of his presidency, Mr G. W. Ross and Mr Richard Harcourt, reveals in a surprising manner the helplessness of the President in the face of anything like political intrigue in the interest of a particular candidate. After one appointment by Mr Ross Loudon wrote a dignified protest, in which he says that the first intimation he received that the gentleman appointed had been even a candidate was when he read of the appointment in the newspaper. Much later, when replying to a request from Mr Harcourt to report upon the character of the teaching of one of the professors, the head of an important department, appointed early in his administration, he makes the following very sound criticism of the method of making appointments:

"Let me add that this case affords an illustration of the importance of providing better modes both for the appointment and the retirement, where necessary, of members of the staff. Power of inquiry into the teaching and efficiency of the staff is by the Act vested not in the President but in the Senate—a most improper body for this purpose. Appointments to the staff are made by the Lieutenant-Governor in Council, but no one is held responsible for nomination or recommendation. Quite recently you have introduced the practice of asking for the recommendation of the President of the University. In my opinion not only is this method of procedure advisable in all the Faculties, but it should be made a part of the statutory duties of the President, who should present a report on candidates after personal interviews with them and full inquiry as to their qualifications."

He then emphasizes the advisability of making initial appointments for a limited period only, and concludes with this remarkable statement:

"None of these precautions were taken in the case of Professor ——, and indeed I am still in ignorance as to who recommended the appointment."

The result of Loudon's steady pressure for more presidential responsibility, which, as the above letter indicates, Mr Harcourt seemed to favour, was the passage of an Act in 1904 expressly providing that no appointment should be made in the University except upon recommendation by the President. The long battle appeared to be won, but, to adapt the party boss's remark to Roosevelt, what is an Act of Parliament between friends? Before the year was out we find Loudon again protesting against an appointment made by the Government in direct violation of the recent Act, an appointment made not only without report and recommendation from the President, but in spite of his known opposition. In order to make sure that this protest should have some serious attention paid to it Loudon had it printed and distributed as a confidential communication to the Premier, the heads of colleges, and the members of the University Council and of the Senate.

#### THE ALUMNI ASSOCIATION

One of the darkest hours of Loudon's administration was at the beginning of the year 1900. Important amendments to the Federation Act were under consideration by the Government, and there was something like a conspiracy to force Loudon's assent or to oust him from the presidency. Some leading members of the Senate and Board of Trustees, upon whose support he had always reckoned, had been consulted in strict secrecy by Mr Ross, and had agreed to proposed changes in the constitution of the University which would have placed University College in that position of financial independence of the University which Loudon and Edward Blake had consistently refused to accept, and which the exponents of the policy of Victoria College had no less consistently advocated. But there were other startling innovations in the proposed Act. It is worth while to outline the main provisions, if only to show the surprising unwisdom of some friends of the University at this time. First, there was the enactment of complete financial separation of University College, to be carried out by making a

division of the endowment and allotting a percentage (but what percentage was not stated) to the College for future maintenance. Then, all appointments in University College were to be made by "a Committee of the Faculty or by the trustees of the endowment". The first alternative can hardly have been proposed with any thought of carrying it, so contrary was it to all sound university practice. It was doubtless intended to be withdrawn at a later stage in favour of the second alternative, because a later clause in the proposed Act provided that the members of the Board of Trustees should receive their appointment from the Government. In this way the uncomfortable opposition to Government plans that was sometimes manifested by members of the Board who owed their position to election by Senate or University College Council would disappear automatically, and where appointments to the University College Faculty had to be made the newly constituted Board of Trustees could be trusted to appoint whomsoever the Government bade them. The Bill likewise provided that appointments in the University should be made by the Government. There was no pretence here of an intermediate recommendation by any individual or body. Another striking innovation related to the position of the President of the University. As the other clauses show, he was to have nothing to do with appointments either in the University or in University College. What then were to be his duties? Mr Ross's summary of them reads as follows:

"That the University have a President whose authority and discipline would be limited to the students and administrative duties of the University exclusively."

Divorced from any authority over members of the Faculty or their deliberations the "administrative duties" mentioned would seem to be those which are usually performed in the Registrar's Office. Exactly how he was to enforce discipline upon the students without the co-operation of Faculty Councils was not clear, but perhaps further reflection would have shown Mr Ross the necessity of some such support to the President in his capacity as sole upholder of law and order.

Such was the measure outlined by Mr Ross early in December, 1899, and forwarded to Mr Edward Blake by his brother, who was a prime mover in the matter. But it was not presented to Loudon until the 31st of January, 1900, just a fortnight before the Legislature met, and it was presented to him with the intimation, not too delicately expressed, that his own resignation

was desirable in order that some more flexible educationist might become President. The first suggestion that a successor to Loudon was in contemplation appears in the letter to Mr Edward Blake, where it was said that some person like Dr Arnold of Rugby would be sought for. It does not seem to have occurred to the writer of the letter that an educational genius like Arnold appears about once in a century. A later suggestion was that a man like President Seth Low of Columbia University or Principal Grant of Queen's University would be acceptable, but neither are such men to be met with every day. Loudon, on receiving the draft and being informed that a copy had been sent to the Chancellor, who was in England, deferred his reply until the Chancellor's opinion should be obtained. But that opinion never came. Without making any comment, so far as can be traced, either in writing or by word of mouth, on the proposed legislation, Mr Blake sent in his resignation as Chancellor, final and irrevocable. He also wrote a letter to Loudon in which he expressly declined to utter any opinion on the proposed legislation. Nevertheless he gave a hint. He said that no communication from the Government, confidential or otherwise, had been made to him since his arrival in England the previous autumn, but that just before he left Canada he had had one confidential conversation with Mr Ross, after which he wrote the letter to Loudon that was read aloud at the October Convocation. Turning to the letter so significantly referred to we find that it is a solemn word of counsel, "to consolidate, harmonize, simplify, and improve the details of our organization. Let us reform where reform is needed, but let us shun revolution. . . . You will see that I am strongly opposed to further attempts at radical change just now." Even without this letter it is sufficiently manifest that Mr Blake could never have approved of such a disintegrating measure as had been sent to him *pro forma*. He perceived that the intention of Mr Ross and the other advocates of the Bill was to force it through the Legislature in spite of Loudon's opposition. Withdrawn as he was by distance and other engrossing occupations from intimate acquaintance with University affairs his possible disapproval could be disregarded. The Government had not thought it necessary to consult him directly, and the medium through which the proposal was pressed for his acceptance was his brother, whom he was naturally reluctant to oppose. Therefore he resigned the Chancellorship.

Abandoned by his staunchest and most powerful friend, opposed and invited to resign by his closest associates, with all the influence of Victoria College against him and Mr Ross, the Premier, indifferent if not hostile, Loudon might well have despaired. But in this plight he showed his usual indomitable courage and unfailing resource, and in foresight and constructive ability he never rose higher than when he determined to appeal to the graduates of the University in support of his policy, and to call into existence an Alumni Association which should wield an influence in University affairs that neither Governments nor individuals could withstand. The confidence which he displayed, in this great conception, not only in the essential rightness of his own policy but also in the capacity of the University graduates to understand and appreciate it, was fully justified by the course of events. Already in 1892 there had been formed a University College Alumni Association, mainly on Loudon's advice, but after a few years of more or less belligerent existence it had been allowed to expire. The base had been too small for the structure to be raised, for while it included all or nearly all the older generation of graduates of the University, it necessarily excluded that portion of the later graduates who came from the Faculty of Medicine, as well as Arts graduates who had been registered in Victoria College during their undergraduate career. But when in March, 1900, Loudon decided that the time had come for a new Alumni Association, he felt that it must be one to include all Faculties and Colleges. He called into counsel at first only Dr R. A. Reeve and Professor J. C. McLennan, the two men whom in his own mind he had selected for president and secretary, and explained to them his idea, with the express intimation that he wished them to be the executive officers of the young organization. His judgment in the selection of men was never better justified. The confidence reposed in Dr Reeve's wise, tolerant and disinterested leadership by all sections of University opinion counted for much in the success of the movement, while Dr McLennan, with great organizing ability as well as untiring energy and capacity for hard work, had also a keen appreciation of the political significance of the Association in any difference of opinion between the University and the Government. The occasion was fortunate, for the birth of the Association coincided with the introduction of a Bill into the Legislature aimed at the destruction of the Medical Faculty. Thus at the outset a strong

motive was given for the support of the graduates in Medicine, and it was emphasized by the election of Dr R. A. Reeve, Dean of the Medical Faculty, as the first president of the Alumni Association. The appropriateness of the organization in that emergency and the energy of its president and its secretary gave immediate success to the movement. Branches sprang up all over Canada, and public opinion for almost the first time began to tell in favour of the University and against the advocates of spoliation and starvation. It is not too much to say that the existence of the Association transformed the whole future of the University. In interviews with the Government on matters of finance, it became customary to intimate that the Association would support the Government in carrying out plans for increased liberality to the University. Sometimes the support was not in the direction to which the Government leaned, but that couldn't be helped. Thus, with the "support" of the Alumni Association, the Government made a generous grant of money to complete the Convocation Hall. Later it was persuaded to meet the entire cost of the building for the Physics Department. The value of the Association as a means of ensuring the sympathy of the electorate was doubtless fully appreciated by Sir James Whitney when he promised and eventually carried out the great measure of 1906, which set the University for some years on its feet financially.

#### LAST YEARS OF LOUDON'S PRESIDENCY

The turning-point in University affairs may be said to have been the critical situation caused by the attempt to deprive Loudon of the presidency. Mr Blake's resignation as Chancellor was given to the newspapers on February 13, 1900, and on the 16th Sir William Meredith was nominated for the Chancellorship, over the signatures of some of the most influential graduates and heads of affiliated institutions, and he was elected in due course. Closely following the resignation of Mr Blake came that of the Vice-Chancellor, Mr Mulock. Since 1896, when he became a Minister of the Crown, he had taken practically no part in University affairs, and even before that date his growing absorption in political life had withdrawn him more and more from active interest in them. It is not likely that his resignation had any connection with that of Mr Blake, still less with the proposals for a new University Act. Nevertheless the almost

simultaneous resignations of Chancellor and Vice-Chancellor, when radical changes in the constitution of the University were being pressed, gave added force to the President's known attitude of disapproval. The Premier decided to wait for a more propitious opportunity, and the revolutionary Bill was not presented to the House that session. It was redrawn and presented at the session of 1901, but in the meantime Loudon had dealt some formidable blows in defence of his position, and the new Bill did not contain the objectionable features of the first draft. It was passed with the President's cordial approval. From the new Chancellor, Sir William Meredith, and the new Vice-Chancellor, Sir Charles Moss, Loudon received strong support in his policy of freeing the University from Government control in regard to appointments. The new Minister of Education, Mr Harcourt, was also less inclined than his predecessor to consider the University as within the sphere of Government patronage. In 1904 he even agreed to amend the Act of 1901 by including among the presidential duties the power of recommendation for appointments or promotions on the Faculties. But the Act did not say that the Government must accept or even seriously consider the President's recommendations, and, as we have already seen, they did not.

Two important additions to the University circle were made during the latter years of President Loudon's administration. Trinity College came in as a federating university in 1903, and the School of Practical Science was formally absorbed as a new Faculty of Applied Science. With the acceptance by Trinity College of the terms of federation, Loudon had, of course, nothing to do. It was to him a welcome source of strength to the provincial university, and especially because it strengthened the Arts Faculty, which he always regarded as the heart of the educational system. In agreeing to the liberal terms accorded to Trinity, which included a duplication of many lecture courses until a new building could be erected on the University's land, Loudon exercised his usual sound judgment. Even the financial stipulations which seemed directed against University College did not meet with opposition from him. In effect they amounted only to an agreement that if the estimates for the upkeep of the departments had to be pared to meet the exigencies of diminishing revenue, the paring process should be applied to University and University College in the proportion of their respective draughts upon University income from endowment in the

previous year. The admission of the School of Practical Science had been long foreseen and prepared for by Loudon. He was, in a manner, one of the founders of the School. At any rate, if not actually a founder, he was the chief sponsor. He had been one of the first teachers in the School when it began work in 1872 in a modest way as a night school for artisans. The others were Dr Ellis, then assistant to the professor of Chemistry in University College, and Mr William Armstrong, an artist. In 1873 it was remodelled and named the School of Practical Science. Loudon retired from its staff in 1875 and was asked by the Government, as previously mentioned (p. 10), to prepare a report upon the work of the School and the line of development which should be followed. Upon that report the future career of the School was founded. Again in 1878 he was asked to report upon the applications for the Chair of Engineering, and recommended the appointment of John Galbraith, who subsequently became Principal, and to whom, as is well known, the high standing of the School is largely due. The ties between the University and the School were gradually drawn closer and the final step was taken in December, 1900, when the School became the Faculty of Applied Science.

#### CONVOCATION ADDRESSES

No sketch of Loudon's presidential career would be complete which did not take into consideration his public addresses as President at Convocations. His predecessors had confined themselves in these speeches to statistics showing the expansion of the institution or to discussion of the finances. Loudon took a new standpoint. As head of the provincial University he was entitled to consider the whole of the education of the province as his subject; for the University teaching rests and is dependent for its efficiency upon the efficiency of the High School teaching, and that upon the elementary training given in the primary schools. In 1894 accordingly his Convocation address takes up the unequal allotment of time to different subjects in the High Schools, and the effect upon the educational standing of candidates for Junior Matriculation. One sentence may be quoted. He is dealing with the work of the third form in which Junior Matriculation subjects are prepared.

"In some schools arithmetic, on which the pupils have already spent eight or nine years, receives four, five, and even six divisions

per week [out of about sixty divisions in all], whilst Greek, which is a new and difficult subject, receives two and very frequently none. There are indeed several schools in which it has been found necessary to teach Greek after the regular school hours."

And yet, he says, in the face of these conditions the University is asked to impose an additional subject, French or German, on intending matriculants, and to exact a higher standard all round. His practical suggestion, carried out by the Senate subsequently, is to divide Junior Matriculation Examination and allow it to be taken in two successive years.

In 1897 and 1898 Loudon took as his subject for Convocation addresses the necessity of research. The degree of Ph.D. for research work had been instituted in the former year, just fourteen years after Loudon's original motion in the Senate to the same effect. The address of 1898 was printed and distributed as a pamphlet, and is a masterly discussion of what research really means and how it should be undertaken or furthered by a University. In 1900 his Convocation address was a most searching criticism of the Ontario school system. Nothing so clearly shows his fearlessness, even his contempt for popular idols and pass words. For more than a generation the perfection of the Ontario school system had been a cardinal dogma of politics. It was a highly centralized system. The pattern was cut in Toronto, and all schools were required to conform to it. "At this moment", a Minister of Education is reported to have said to a visitor, "every boy and girl in the second form of the High Schools of Ontario is doing the same sum." This intense centralization of authority was supposed to be the ideal at which all national systems of education must aim. From time to time revisions of the curriculum were carried out at headquarters according to the particular hobby of the Inspector or Deputy who at that time had the ear of the Minister. But the essential subservience of all teachers in all schools to a cast-iron code fabricated in the Education Department at Toronto, and imposed by means of an elaborate series of written examinations conducted from Toronto, remained unaffected. It was this yoke which Loudon now set himself to break. The address is still well worth reading, and its delivery produced little less than a sensation. At the next meeting of the Ontario Educational Association, the President, Mr John Henderson, in his opening address endorsed all Loudon's strictures, and other professional agreement was forthcoming. The Minister of Education felt

constrained to modify the system and a new scheme was put forth early in 1904, which did away with much of the examination evil in the Public Schools and left more initiative to the teachers. In the High Schools nearly all examinations were abolished. It may readily be understood that relations between the Ontario Government and the President of the University were not improved by the address, but while the political leaders liked him less, they probably feared him more, and it is certain that in his many representations to them on University affairs he received more consideration after 1900 than before that date.

### THE ROYAL COMMISSIONS OF 1895 AND 1905

The presidential administration of Loudon was not only troubled by external difficulties, it was also disturbed by dissatisfaction both in the Faculty and in the student body, which came to a head on two distinct occasions, the first time in 1895, and again nine years later. The causes of the former outbreak are still somewhat obscure. There were appointments and promotions on the staff which gave rise to heart-burnings, especially as other promotions had been refused or postponed on account of the financial embarrassment of the University that was chronic during the whole of Loudon's administration. The openly expressed criticism by some members of the staff found a sympathetic hearing from the students, and these at the same time had their own grievances against certain of their professors, partly real, partly imaginary, as the subsequent investigation showed. There was undoubtedly a good deal of the effervescence of youth about the whole movement. It was also pointed out by Mr Goldwin Smith that all the complaints of the student body came from a single group, the senior class in the department of Political Science, and he suggested that these might be budding politicians trying a first flight in popular agitation. Certainly two of the leaders of the movement have since achieved considerable prominence in political life. It was also suspected at the time that the revolt of these young men against authority was encouraged and assisted by a more experienced politician who had his own private reasons for seeking to trouble President Loudon's administration without appearing openly in the process.

The second outbreak was due largely to a somewhat irregular award of a coveted scholarship, and again student discontent

was encouraged by rivalries among members of the Faculty. The award of the scholarship and the circumstances surrounding it were finally at President Loudon's request investigated by a select Committee of the Senate. Their report, without upsetting the award or questioning its substantial fairness, found fault with the manner in which it had been made and pointed out certain anomalies in the relations of the different governing bodies to one another. The conduct of the President had been savagely and pertinaciously attacked by one student, both in the *Varsity* and in the columns of a Toronto journal, but the investigation showed that the supposed interference and misapplied influence of the President in the award of the scholarships existed only in the imagination of the disaffected student. But what did appear very clearly as a result of the Committee's investigation was that the presidential office was so hemmed in by restrictions and dependence upon the co-operation of the provincial Government, the Senate and the Councils, that his best efforts might be and in some instances had been frustrated by opposition in one or other of these quarters, with the consequence that although the general public gave the President credit both for what was done and for what was not done in the University, his responsibility for matters of policy, and especially for appointments on the staff, was more apparent than real.

The report of this Committee led to the appointment of a Royal Commission. The Prime Minister of Ontario, Sir James Whitney, decided that the time had come for a new departure in University control. The old system of complicated management by independent Boards and Councils, with functions not always distinct or even defined by the Acts in force, had been plainly outgrown. The new Commission had authority to discuss and report upon the entire system of administration, from the responsibility, financial and otherwise, of the province, down to the details of work in any of the administrative departments. The result was a report, and an Act of the legislature carrying out the recommendations of that report, under which the administration of the University and University College is still carried on, twenty years later. The new Act provided for presidential responsibility vastly greater than had hitherto been admitted and the authority now given to the President has made him largely independent of the restraints which had been adversely criticized by the Senate's Committee. The position

thus assured to the President was in many respects what Loudon had always contended for and striven to attain. But it was too late for him. His best years had been spent in making the old unsuitable system work, and he felt that a new man, not associated in any way with former difficulties and embarrassing precedents, might render the new start auspicious and perhaps make the public understand that it was really a new start. So he placed his resignation in the hands of the Prime Minister to be used whenever the latter considered it advisable. The Act passed, the new Board of Governors was appointed and the Prime Minister communicated to them President Loudon's wish to be relieved of his duties. He was urged to withhold his resignation, at any rate until the working of the new system had been tried, so that his great experience and sagacity might be brought to bear during what might prove a critical period. But after short reflection he decided that it would be better for the University, better too for him, not to try to bridge the old and the new, but to let new men devise their own methods and find their own solutions to the new problems that would inevitably present themselves. No doubt this was a wise decision, and in this, as always, Loudon showed that his first thought was for the interest of the University, and not for his own comfort or even credit. To many people, who had only a superficial acquaintance with University affairs, Loudon's retirement appeared to be due to representations by the Commission to the Government and a sign of disapproval of the course of his administration. This was far from the truth. The correspondence of the period and the recollections of surviving members of the Commission agree that the Commission was astonished at the magnitude and importance of the work effected by Loudon during his presidency with most inadequate means and most grudging support in important quarters. The newly appointed Board of Governors, which included most of the members of the Commission, was anxious to retain Loudon's services as President and most reluctantly accepted his resignation and faced the task of management without him.

Loudon's work was done. He was now sixty-five years of age; he had been a member of the Faculty for over forty years and had been President since 1892. His constitution was never robust and his health had been severely tried by the arduous years of his presidency. From the date of his resignation till his death in 1920 he lived a retired life, pondering no doubt

over many of the episodes of his career, and writing a volume of reminiscences, which has not yet been printed, though it may be hoped the date of publication will not be much longer delayed. During one of several journeys to England undertaken in the closing years of his life he sat for his portrait to Sir William Orpen, and that portrait, the gift to the University of many of Loudon's friends and colleagues, now hangs in the dining-hall of Hart House, a notable painting as well as a most life-like representation of the man. A reproduction of it forms the frontispiece to this *brochure*.

### Two DEFEATS

Before closing this account of Loudon's career, it may not be amiss to mention two instances in which he was unsuccessful in making his policy prevail and in which apparently the University authorities of the succeeding period have definitely reversed it. Temporary defeat and postponement of his plans he frequently encountered, and in many cases he had to accept only partial success, but, as far as the writer can ascertain, in two instances alone was he not found justified in the long run. The first of these was when he followed the traditional policy of all the University leaders from the earliest days in opposing the grant of public money to denominational and other universities outside the provincial institution. The immediate occasion was when the creation of a Faculty of Forestry was mooted in 1903 and Queen's University put in a claim to have a similar Faculty added to the School of Mining in Kingston. The school was organized and conducted in close association with Queen's University, whose professors composed its teaching staff. The existence of this School of Mining and the Government aid thereby granted to Queen's University since 1894 had long been a sore point in University of Toronto circles. Loudon took the opportunity of this new demand to make a public protest against the diversion of public funds for higher education from the State institution to an institution not under the control of the State. He pointed out that while the School of Practical Science in Toronto was granted only \$17,000 in the previous year, the maintenance of the School of Mining at Kingston had cost the Government \$22,000. It was the old issue that had been fought out in 1860 and later, and of which the final settlement was thought to have been made by the University federation measure of 1887. The argument chiefly relied on by successive defenders of the Uni-

versity of Toronto's rights had been the impossibility of satisfying all possible rivals without starving the provincial institution. If all had to be supported from the public purse, would there be enough to go round? Apparently in the twenty odd years since Loudon used this argument for the last time it has been decided that the argument can no longer be pressed. Any one consulting the Ontario public accounts for recent years and comparing them with similar accounts twenty years ago will find that, while in the earlier years sums like \$30,000 or \$40,000 were set down for maintaining the School of Mining at Kingston, now grants five or six times as great are made, explicitly and without any camouflage, for maintenance of Queen's University and of the Western University. The policy of Sandfield Macdonald, of Edward Blake, of Sir Daniel Wilson, and of James Loudon has been reversed.

The other point on which Loudon's policy was definitely defeated had to do with the representation of the graduates upon the University Senate. By the Act of 1887 it was provided that the graduates of Victoria University should elect their own representatives for six years after entrance into federation, but that thereafter all graduates of the University, including those who were graduates of the old Victoria, should vote as one body. The object of this provision was to do away with sectional feeling and a spirit of allegiance to one part only of the University. But on a revision of the Act of 1887 in 1897 the influence of Victoria College was brought to bear in order to perpetuate the distinction between graduates who had been registered in University College and those who had been registered in Victoria College. Loudon opposed this with all his might, as likewise did the Chancellor, Edward Blake, but in vain, and the distinction still exists. Perhaps they were wrong, and sectional loyalty is the more intense for the very reason that it is sectional. But Loudon's efforts were always directed toward unity, and during the period in which he was active the separate colleges had not drawn together as they have since his day.

#### PERSONAL CHARACTERISTICS

A few words must be said as to Loudon's personal characteristics, although this sketch is intended to be merely an outline of his public services. He was a grave, reserved man, more the type of a scholar than of an administrator. He had no liking for

public notice, and he was absolutely free from any trace of that vanity or self-importance to which public attention ministers. His most serious defect was his inability to compromise. Where his own reasoning had convinced him that the position he maintained was right, he held to it with a tenacity that no considerations of mere expediency could shake. That two minds may honestly start from different premises and so reach different conclusions was difficult for him to comprehend. His own views were always logical and to his clear mind self-evident. He would not admit that the initial standpoint or prejudice of an opponent was even plausible, much less admissible as a basis on which to justify a compromise. From this peculiarity arose most of the hostility to which he was exposed. Apart from the affairs of the University he had little conversation at his command. He was fond of music and of pictures, and these were his chief relaxations. His sense of humour was very good, and he often laughed heartily; but he rarely smiled. All his energies and thoughts, in later years at least, were devoted to the progress of the University. He had no close friendships. He supported those who supported and agreed with him in his interpretation of what was in the best interests of the University, and he never forgave an associate who betrayed those interests or used the University for private ends and ambitions.



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